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INTRODUCTION

This study was undertaken by the Governmental Research Institute at the request of the officials of the City of Overland and the Village of St. John. Its purpose was to determine the feasibility of consolidating the two municipalities, and the effects of consolidation on municipal services, expenditures, and revenues.

The Institute did not conduct an efficiency survey of the present Overland and St. John governments. Nor did the Institute undertake to suggest answers to the many policy questions affecting the Consolidated City, such as the form of municipal government and the number of wards. The report does, however, indicate some of these policy questions which should be considered by officials and voters of the communities involved.

This Institute report is based on information obtained from field surveys, official records and reports of the two municipalities and St. Louis County, and interviews with municipal officials and employees. Information was also obtained from the actuaries for the Overland retirement systems.

The Institute wishes to thank all individuals who cooperated and assisted in developing the information required for this report, particularly City Clerk Dorothy L. Miller and Public Works Director Robert E. Brooks of Overland, and Village Clerk Sally Causey of St. John.

Data contained in the report are presented in the form secured from the sources, but with such adjustments as were required to assure comparability of data for the two municipalities. In general, revenue and expenditure estimates are based on revenues, costs, and levels of service as set forth in current budgets. However, when more recent information was available than that contained in current budgets, the more recent information was utilized.

The estimates are not presented as absolutes. Changes in costs and policy decisions as to levels of services and methods of financing would affect estimated expenditures, revenues, and tax rates, for Overland and St. John without consolidation and also for the Consolidated City.

MAJOR FINDINGS AND CONCLUSIONS

Consolidation of Overland and St. John offers significant advantages to both cities.* By consolidation, both can achieve for the benefit of their residents and businesses:

- a. more efficient and economical municipal government and improved services,
- b. savings that can be utilized to reduce the tax burden or to finance additional or improved services and needed public improvements,
- c. greater ability to meet present and future problems, and
- d. a stronger voice in municipal affairs in St. Louis County.

In short, the Consolidated City, as a community, should be a more attractive place in which to live and do business.

As individual communities, Overland and St. John have reached or soon will reach their full development and position among the area's municipalities. As a consolidated community, they would have a future as the third largest municipality in the County, with significant influence and voice in community affairs; and would offer a strong, attractive municipal base with which small adjoining municipalities could consolidate.

Some of the benefits of consolidation constitute direct financial advantages to the two cities, while others are of a more intangible nature.

Findings With Respect to Financial Matters

Savings

Consolidated Overland-St. John could provide services and facilities to its citizens at less cost than the two communities operating

*In the remainder of this report, the term "cities" is generally used in referring to the two municipalities, even though Overland is legally classified as a "city" and St. John as a "village."

independently:

- a. Direct savings are estimated at \$85,000 annually.
- b. The annual value of additional services and other benefits to residents of the Consolidated City is estimated at \$51,823.
- c. There would be additional annual savings, the amount of which has not been estimated, in such areas as volume purchasing, increased utilization of specialized equipment, and reduced amounts of such equipment as trucks and office machines.
- d. A significant "one-time" savings would accrue to St. John citizens and businesses, in that they would not be required to finance a new City Hall and a new Police Headquarters building, both of which are needed without consolidation.

The immediate estimated savings and benefits of consolidation, totaling \$137,423, amount to over 10% of the operating expenditures currently budgeted by Overland and St. John.

Property Taxes

Property tax rates could be lowered in each of the two cities through consolidation. For St. John, the reduction could be 6.5¢ per \$100 assessed valuation; for Overland, 10.5¢. These reductions are based on data and assumptions discussed in the text, and would be affected by changes in policies or programs. In any case, the savings would be available for either a reduction in tax rates or improvements in municipal services.

Indebtedness

The only outstanding general obligation bonded indebtedness is that of Overland, which amounted to \$128,000 as of June 30, 1968. In accordance with State statute, this indebtedness, incurred to construct Overland's new police facility, would become an obligation of the entire Consolidated City. Overland also has some indebtedness which is to be retired from parking facility revenues, and this debt would remain an

obligation against these facilities, and would not be a general obligation of the Consolidated City.

Assessed Valuation

The assessed valuation of Consolidated Overland-St. John would be over \$73 million. Overland properties would represent approximately \$55.6 million, or 75.6% of the total; and St. John approximately \$18 million, or 24.4%. The Consolidated City would have a per capita assessed valuation of \$1,922, compared to Overland's \$1,966 and St. John's \$1,795.

Revenues

The Consolidated City would depend on the same sources of revenue as Overland and St. John do now. However, its revenue requirements would be \$135,000 less than the facts available at the time this report was prepared indicated the two communities would receive during the 12 months ending June 30, 1969. The Consolidated City would depend less on property taxes. It would receive almost \$128,000 less in property taxes, but about \$63,000 more from the utility gross receipts tax than the two present cities. This is a result of a reduction in the property tax rate and the extension of the Overland 5% utility gross receipts tax to utilities operating in St. John. Other revenues would remain approximately the same, with the exception that St. John citizens would pay \$3 rather than \$2 for a city auto license. However, St. John residents would receive refuse collection service without the payment of the \$24-\$27 annually which a private contractor now charges for this service.

Cash Balances and Surplus Funds

Both Overland and St. John have substantial operating fund cash balances and surplus funds. As of June 30, 1969, Overland will have an estimated \$271,255 of such funds and St. John \$104,436. Optional ways

of applying these funds, outlined in the text, would permit them to be utilized in an equitable manner.

Financial Position

The Consolidated City would be in a good financial position. It would have a relatively small general obligation debt, its operating fund tax rate would be only 56% of the legal maximum, its assessed valuation would permit it to finance substantial public improvement projects, and its financial resources would be large enough to permit improved long range financial planning.

Findings With Respect to Non-Financial Matters

Population and Area

Consolidation of Overland and St. John would make it third in population and tenth in area among St. Louis County municipalities. It would have a population of 38,300 and an area of 5.5 square miles. Its size would permit it to provide more adequate and economical services than can be supplied by most County municipalities. Its population density would be 10.8 persons per acre, compared with 10.5 for Overland and 11.7 for St. John.

General Characteristics

The Consolidated City would remain basically residential, with considerable strip commercial development. However, it would have limited industry and a very small amount of undeveloped industrial land in the St. John portion, and considerably more industry and undeveloped industrial property in the Overland portion of the City.

Planning and Zoning

While zoning ordinances and the methods of regulating subdivision development differ between the two cities, the differences should be reconcilable. The Consolidated City would be better able to develop and

put into effect plans for its future growth, development, and renewal than either of the two cities acting independently.

Organization and Administration

At least initially, the Consolidated City would be a fourth class city, organized in the same general manner as Overland. It would have a Board of Aldermen, an elected Mayor, and an administrative structure similar to that of Overland. A number of changes, outlined in the text, could be made in this structure if the Consolidated City chose to do so. Voters of the City could, for example, adopt a Constitutional Home Rule Charter and determine the structure and powers of their government.

Services

The Consolidated City would have all the services the two cities now have. In addition, it would extend to St. John, without special charge, the Overland refuse collection program and the Overland street and sidewalk capital improvement program. The law enforcement function would be strengthened in both communities, and the street maintenance program of St. John would be improved.

THE TWO CITIES--UNCONSOLIDATED AND CONSOLIDATED

Location, Area, and Population

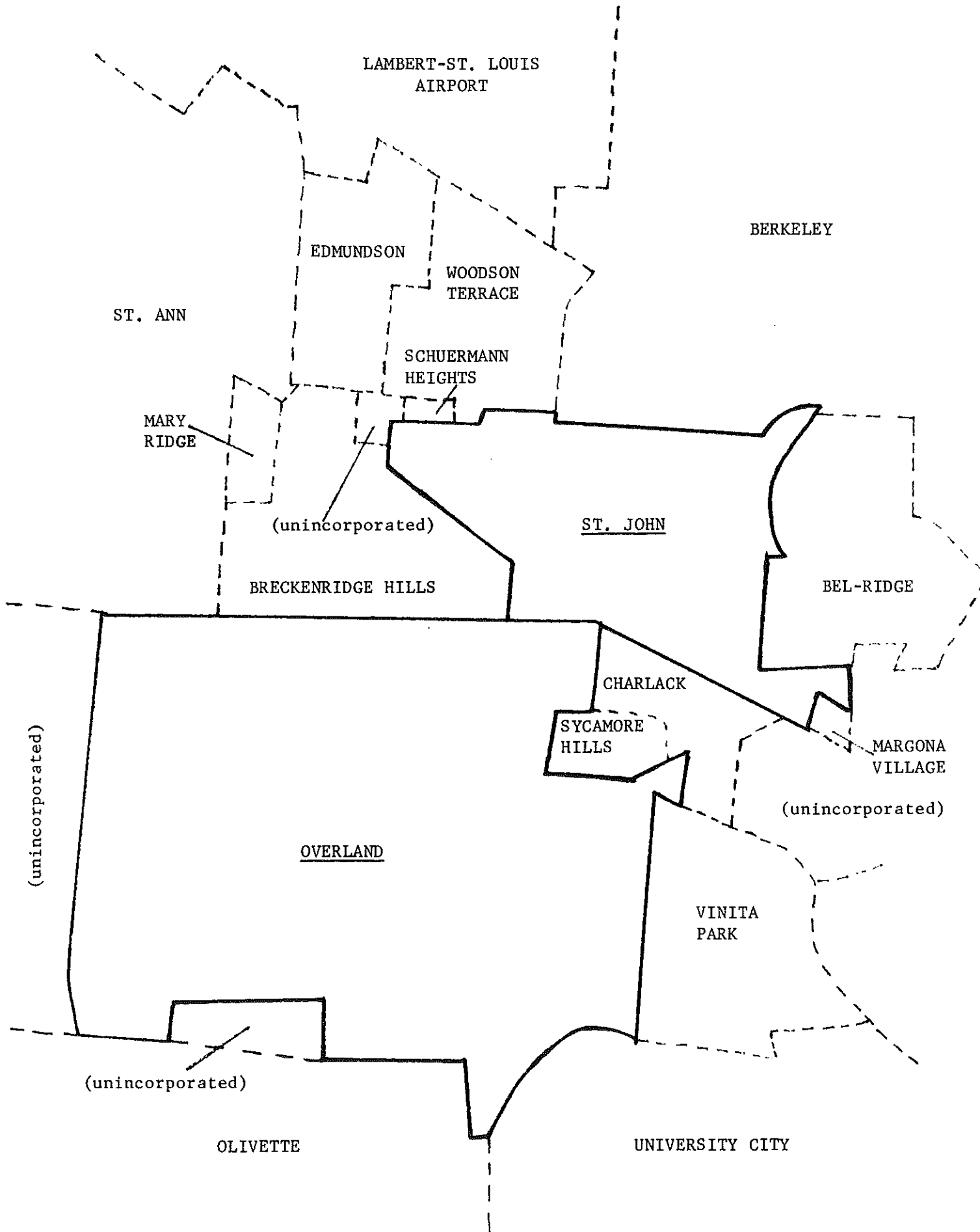
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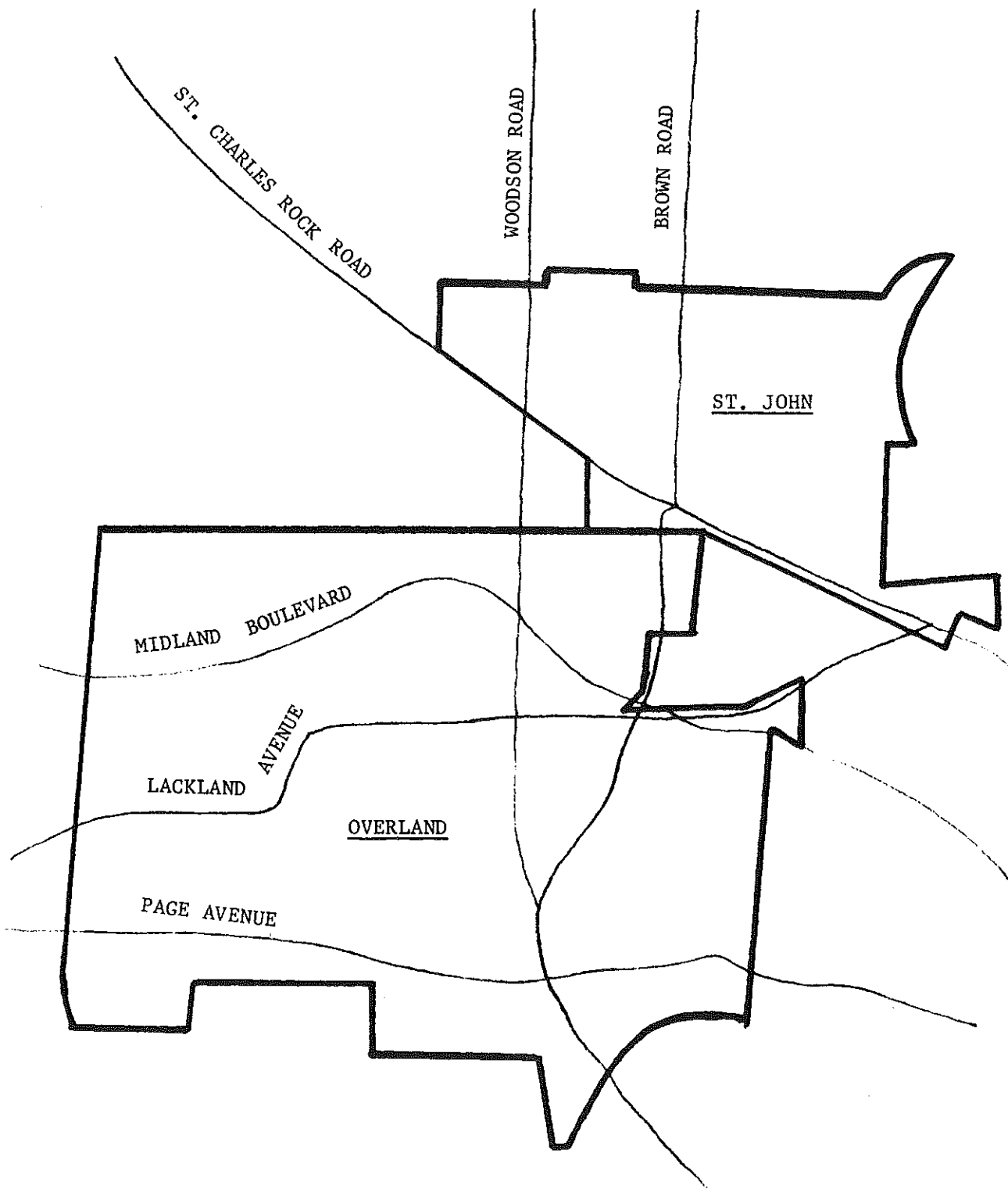
- a. the location of Overland and St. John, a short distance south-east of Lambert St. Louis Municipal Airport in St. Louis County,
- b. the comparative size and geographical relationship of the two municipalities to each other and to surrounding communities,
- c. the major thoroughfares utilized by the two municipalities,
- d. the general location of major municipal facilities, and
- e. selected comparative data with respect to the two cities and other St. Louis County municipalities.

As the tables show, a Consolidated Overland-St. John would rank third in population and tenth in area among St. Louis County municipalities. Its size of close to 40,000 people would permit it to provide more adequate, efficient, and economical municipal functions and services than can be supplied by either the present Overland or St. John, or by most County municipalities. The maps clearly indicate that the two cities are closely tied by major thoroughfare traffic, and that a Consolidated Overland-St. John could serve as a sizable municipal base with which other small municipalities in the area could consolidate.

Zoning, Land Use, and Planning

Review of zoning maps and ordinances, aerial photographs, and land use surveys of the Overland-St. John area indicates that both communities are predominantly residential in character. Both communities have considerable commercial strip development along major thoroughfares. Overland has a sizable and growing industrial complex, having recently attracted





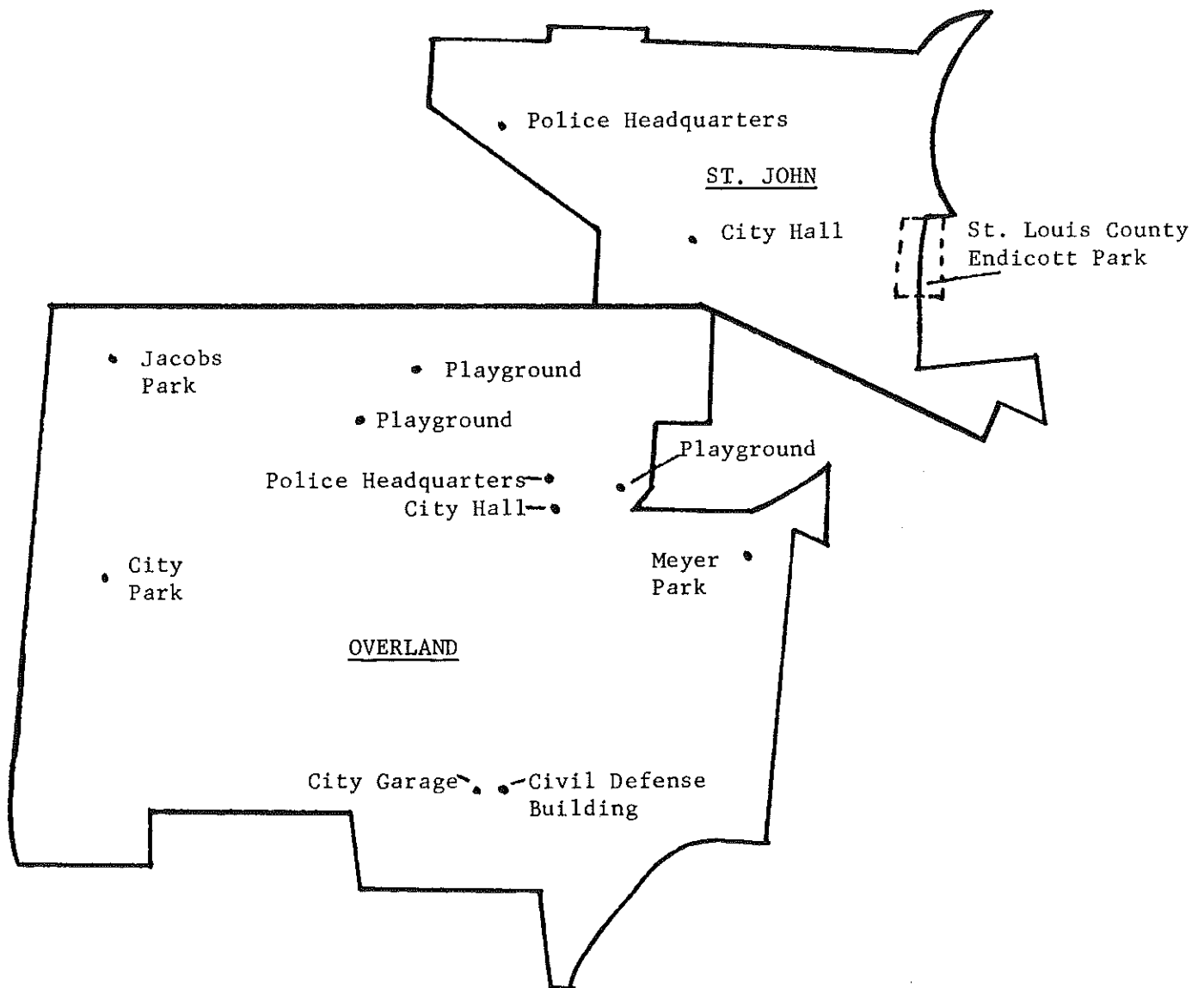


Table 1

Comparison of Consolidated Overland-St. John
With the Larger St. Louis County Municipalities--By Population

<u>Municipality</u>	<u>Estimated 1968 Population (thousands)</u>
Florissant.....	62.0
University City.....	58.5
CONSOLIDATED OVERLAND-ST. JOHN.....	38.3
Kirkwood.....	36.0
Webster Groves.....	31.5
Ferguson.....	29.0
Jennings.....	24.7
Berkeley.....	21.0
Clayton.....	20.1
St. Ann.....	19.0
Richmond Heights.....	17.4
Maplewood.....	16.6
Crestwood.....	16.2
Bellefontaine Neighbors.....	15.6

Source: St. Louis Chapter, American Statistical Association,
March 1968.

Table 2

Comparison of Consolidated Overland-St. John
With Selected St. Louis County Municipalities--By Area

<u>Municipality</u>	<u>Area (square miles)</u>
Bridgeton.....	17.0
Kirkwood.....	8.9
Florissant.....	8.8
Ladue.....	8.4
Creve Coeur.....	6.9
Sunset Hills.....	6.0
University City.....	5.9
Ferguson.....	5.8
Webster Groves.....	5.6
CONSOLIDATED OVERLAND-ST. JOHN....	5.5
Fenton.....	5.4

Source: Land use studies and contacts with
municipal officials and planners.

Table 3

Comparison of Consolidated Overland-St. John
With Surrounding Municipalities--By Population

<u>Municipality</u>	<u>Population 1960</u>
Bel Ridge.....	4,395
Berkeley.....	21,000*
Breckenridge Hills.....	6,299
Charlack.....	1,493
Edmundson.....	1,428
Margona Village.....	320
Mary Ridge.....	631
Olivette.....	8,257
OVERLAND-ST. JOHN.....	38,300*
St. Ann.....	19,000*
Schuermann Heights.....	288
Sycamore Hills.....	942
University City.....	58,500*
Vinita Park.....	2,204
Woodson Terrace.....	6,048

*Estimated 1968 population.

several industrial firms, but the amount of such future development is limited because of relatively little undeveloped land in the community. At the present time, Overland licenses about 485 merchants and 45 manufacturers, and has an estimated 100 acres of undeveloped industrially zoned property. St. John licenses about 145 merchants and one manufacturer, and has approximately 30 acres of undeveloped industrially zoned property.

Both Overland and St. John have adopted zoning ordinances, and both have some controls over new development. St. John has a specific ordinance regulating subdivision development, but Overland does not. It is assumed that the Consolidated City would adopt appropriate subdivision regulations.

The zoning ordinances of the two communities are quite similar in nature, but have a fundamental difference in that Overland permits

multiple dwelling units while St. John does not. Also, Overland has divided its area into seven types of zoning districts, while St. John has only three types of districts. However, both cities have residential, business, and industrial districts. Since the bulk of the land in both cities is already developed, it should not be extremely difficult to reconcile differences and provide an acceptable zoning ordinance for the consolidated community.

The two cities have similar overall population densities, that of Overland being 10.5 persons per acre and that of St. John 11.7. However, it appears that Overland has a somewhat higher proportion of its land devoted to industrial use, parks, and other open space than does St. John while, at the same time, having more multiple family dwelling units than St. John.

Both communities have achieved the bulk of their growth and cannot expect to increase greatly in population without annexations, consolidations, or significant changes in zoning policies.

Neither City has developed a satisfactory planning process. Little planning has been formalized, and planning is generally done on a relatively short range basis. St. John has a Planning and Zoning Board, but neither City has a master plan. Neither City has employed a professional planner, or retained professional outside planning consultants on a regular basis. Although both communities are settled and developed to a large extent, both need capital improvements, and both must look toward renewal of some of their areas in the future if they wish to remain attractive places to live and do business.

Planning on a continuous basis has become essential to the maintenance, renewal, and proper future development of a modern urban community. A Consolidated Overland-St. John, because of its greater re-

sources and larger geographic area, would be in a better position than either of the independent cities to plan efficiently and effectively.

Governmental Organization

The City of Overland is incorporated as a city of the fourth class and St. John as a village. Both have sufficient population to become cities of the third class if they elect to do so. If St. John's population is over 10,000 as estimated, each City could adopt a home rule charter permitting it to determine its own form of government and establish many of the details governing its operations.

Overland

As a City of the fourth class, Overland has a mayor-council form of government, and elects the following officials for terms of two years: Mayor; eight Aldermen, two from each of four wards; Police Judge; and Marshal-Collector, who also serves as the Chief of Police. One Alderman is elected from each ward in April of each year, and other officials are elected at large in April of even-numbered years. Although they have not done so, Overland's voters and Board of Aldermen could provide for the appointment rather than election of a Marshal to serve as the Chief of Police.

The Mayor of Overland, the City's chief executive officer, is a part-time official. He presides over the meetings of the Board of Aldermen, but votes only in case of a tie. He has veto power, but it may be overridden by a two-thirds majority of the Board. With approval of the Board of Aldermen, he appoints all members of boards and commissions, except some Police Retirement Committee members. Other boards and committees of the City are a Board of Zoning Adjustment, Police Advisory Board, and the Sidewalk, Park, and Insurance committees.

The Mayor, with the approval of the Board of Aldermen, also appoints all non-elected officials, whose terms are coterminous with his-- except the City Clerk, who is elected by the Board of Aldermen. Many administrative duties are performed by the City Clerk and his staff, but the Clerk is not a chief administrative officer since the heads of the other major departments generally report directly to the Mayor and Board of Aldermen.

St. John

The Village of St. John is governed by a nine-man Board of Trustees. The Village has no other elected officials. Trustees are elected at large for two-year terms of office, with five chosen in April of odd-numbered years and four in even-numbered years. The Board is presided over by a Chairman and, in his absence, by a Chairman Pro-tem, both chosen by the Board from its membership. The Chairman may vote on all matters before the Board, except that he may vote only to break a tie in filling a Board vacancy. He has no veto power over Board actions. He also serves as Judge of the Village Court. The Board also chooses from among its members a Treasurer, Police Commissioner, Street Commissioner, Health Commissioner, Excise Commissioner, Property Commissioner, and Building Commissioner. In effect, the Village has what is basically a commission-type government, with responsibility for functions and services divided among the various Commissioners.

The Board of Trustees appoints the members of all boards and commissions, which are a Planning and Zoning Board, a Board of Zoning Adjustment, and a Police Advisory Board. The Board also appoints the Village Clerk, Chief of Police, Village Engineer, Street Foreman, and all other officers and employees except the Director of Civil Defense, who is appointed by the Chairman of the Board.

Consolidated City

Overland and St. John could be consolidated as a second or fourth class city. For purposes of this report, it is assumed they would choose the latter. As a fourth class city, Consolidated Overland-St. John would have the mayor-council form of government, with the mayor elected at large and two aldermen elected from each ward. The exact number of wards could be determined by agreement between the two municipalities prior to an election on the proposed consolidation. On the basis of population, the Overland area would be entitled to approximately three-fourths of the wards and the St. John area would be entitled to approximately one-fourth of the wards.*

The Mayor would preside over the Board of Aldermen, but vote only in case of a tie. He would have veto power, but it could be overridden. With the approval of the Board, the Mayor would appoint members of boards and commissions and all non-elected officials of the City, except a Clerk chosen by the Board of Aldermen.

The Consolidated City would have an administrative structure similar to that of Overland at the present time. However, if desired, a number of changes could be made in this organization, such as providing a full-time chief executive or a chief administrative officer, as well as an appointed chief of police. Voters of the Consolidated City would also have the option of adopting a home rule charter, which would permit them to determine for themselves the form and structure of their government.

Administrative Departments and Municipal Services

General Organization

Overland The administrative branch of the Overland municipal government has three major departments: Administrative, Police, and

*The Consolidated City budget, as developed in this report, provides compensation and expenses for a Board of Aldermen of approximately the same size as the present Overland Board.

Public Works. It also has departments for legal affairs, health, and parks, and a civil defense organization, but all four of the latter units are staffed by part-time personnel or by employees of one of the major departments.

St. John Administrative functions and municipal services of St. John are organized into an Administrative Unit, a Police Department, a Street Department, and a Health Department. St. John also has a part-time City Engineer and a civil defense organization.

Consolidated City The Consolidated Overland-St. John administrative organization would be similar to that of the two present cities. It would have a general Administrative Department; a Police Department; a Public Works Department; and units for legal services, health, parks, and civil defense.

Table 4 shows for each department or other administrative unit the number of employees Overland and St. John presently have, and the number the Consolidated City would have.

Administrative Departments

Overland The Administrative Department of Overland is headed by the City Clerk, who also serves as the City's personnel and budget officer. This Department handles most of the City's general administrative functions, such as license issuance, records keeping, accounting, and billing and collection of merchants and manufacturers taxes and real estate and personal property taxes. It processes personnel matters, prepares budgetary and financial reports, prints ordinances, keeps the minutes of the Board of Aldermen, and handles the bulk of citizens' visits and calls to City Hall. The Department does not provide centralized purchasing services for other City departments. The function of police

Table 4

Overland and St. John Regular Municipal Employees
Unconsolidated and Consolidated
1968-69

Department or Function	Number of Employees			
	Unconsolidated			Consolidated
	Overland	St. John	Total	City
Administrative ^a	7	3 ^b	10	7
Police.....	39	12	51	46
Public Works				
Director's Office	3	1	4	3
Streets and other ^a ...	15	4	19	19
Health	--	1	1	--
Building Maintenance ...	3	1	4	3
School Crossing Guards..	15	7	22	22
Police Judge	1	--	1	1
Legal Services	<u>2</u>	<u>1</u>	<u>3</u>	<u>2</u>
Total	85	30	115	103

^aDoes not include seasonal employees.

^bIncludes one position now vacant.

court and traffic violations bureau clerk is handled by Police Department personnel.

St. John The Administrative Unit of St. John consists of the City Clerk, assisted by a part-time clerk who also serves as the clerk of the Village police court and traffic violations bureau. The functions of the City Clerk are similar to those of the Overland Administrative Department, but real estate and personal property taxes are billed and collected by St. Louis County and the bulk of the accounting work is handled by a private accounting firm under contract with the Village. The Village does not have centralized purchasing or a personnel system or personnel officer, and budgeting matters are handled largely by the Village Treasurer.

Consolidated City The Consolidated City would have an Administrative Department. With some exceptions, the Department would be responsible for the duties presently performed by the general administrative units of the

Overland and St. John governments. For purposes of this report, it is assumed that the Administrative Department would be headed by a City Clerk, but the new City could provide for a full-time chief executive or chief administrative officer, in which case he would head the Department.

In line with present St. John practice, it is assumed that all real estate and personal property tax billing and collection would be performed by St. Louis County under a contract with the City. It is also assumed that the St. John policy of divorcing court clerk and traffic violations bureau functions from the Police Department would be followed, and that the Administrative Department of the Consolidated City would perform these functions. Budget revenues and expenditures and personnel requirements of the Consolidated City departments have been adjusted to reflect these assumptions.

Police Departments

Tables 5 through 10 present selected comparative data on the police departments of Overland and St. John and, when applicable, on a Consolidated City Department. The various tabulations include information on such matters as number and types of positions, work week, patrol units, vehicles, crime rates, and salaries and fringe benefits.

Overland The Overland Police Department is under the command of the elected Marshal-Collector, who also serves as Chief of Police. The basic function of the Department is to enforce the law and protect life and property. In addition, it provides a clerk for the municipal court, operates a traffic violations bureau, supervises the City's 15 school crossing guards, collects moneys from the City's approximately 350 parking meters, and also repairs the meters.

The Department is basically organized into a patrol division and

a criminal investigation or detective unit. The command function is exercised by the Chief of Police, the Assistant Chief, Major, and two Lieutenants. All these officers except the Chief, who normally works only the day shift, rotate through the various shifts, serving as duty officers. One of the lieutenants relieves the other command officers to the extent of his available time.

The City is divided into three districts for patrol purposes. Each district is patrolled at practically all times by one patrolman or corporal in a patrol car. The three patrol units are supervised by a sergeant. However, because the patrol division has only three sergeants, supervision is provided by an acting sergeant about one-third of the time.

The Department recently moved into adequate new headquarters designed for police and civil defense purposes. From this headquarters, which has detention facilities and an auxiliary power unit, the Department operates its own new modern radio dispatching unit and is connected to other major law enforcement agencies in the area by teletype.

Clerical functions are handled by five clerical personnel, two of whom are part-time employees, and one of whom serves as the clerk of the municipal police court and the traffic violations bureau.

In addition to the motor vehicles listed in Table 5, the Department has a wide variety of specialized police equipment and the usual office equipment and furniture, including a copy machine.

Overland has a police retirement system.

St. John The St. John Police Department is under the command of an appointed Chief of Police. In addition to its primary function of enforcing law and protecting life and property, the Department supervises the Village's seven school crossing guards.

Nine of the Department's 11 commissioned personnel are assigned to

Table 5

Overland and St. John
Selected Police Department Data
Unconsolidated and Consolidated

<u>Item</u>	<u>Overland</u>	<u>St. John</u>	<u>Consolidated City</u>
Work Week (hrs.).....	38.5*	42.0	40.0
Patrol Units (per 8-hr. shift)			
Supervisory.....	1	1	1
Patrol (average).....	2.94	1.14	5.16
Vehicles			
Marked cars.....	4	3	7
Unmarked cars.....	2	1	2
Motor scooter.....	1	--	1
Index Crime (1967)			
Number.....	399	136	--
Rate per 10,000 population...	140	136	--
Clearances.....	155	28	--
Percent cleared.....	38.8%	20.5%	--
Own radio dispatch service.....	Yes	No	Yes
Police Headquarters			
Open 24 hours a day.....	Yes	No	Yes
Designed for police.....	Yes	No	Yes
Auxiliary power source.....	Yes	No	Yes
Size.....	Adequate	Inadequate	Adequate
Location.....	Satisfactory	Unsatisfactory	Satisfactory
Detention facilities.....	Yes	No	Yes
Offices and storage.....	Good	Poor	Good
General appraisal.....	Good, with space for expanded department	Inadequate & unsuitable for expansion	Good, with space for expanded department

*Because some regularly scheduled time off is considered compensatory time, and because no records of compensatory time are maintained, the work week cannot be accurately computed. For purposes of determining service levels, it is estimated at 38.5 hours per week.

patrol duty. During each eight hour shift, one patrolman is assigned to each of the two patrol districts and one sergeant supervises the two patrol units. These officers rotate through the various shifts. The Chief works primarily the day shift and the one remaining officer, a detective, works various shifts as required by his investigative duties.

The supervisory sergeant is in charge of the Department whenever the Chief is absent. However, since the Department has but three sergeants, they are relieved by patrolmen acting as sergeants. As a result, the Police Department of this City of about 10,000 people is in charge of a patrolman approximately 25% of the time between 5 p.m. and 7 a.m., and there is an average of only 1.14 patrol units and one supervisory unit operating at any given time.

The St. John Department is housed in a facility which is inadequate and not designed for police purposes. The building is in a residential area of very small lots and is not suitable for expansion. Its location on a court rather than a normal street means that there is but one vehicle exit to other streets. The Village needs new police facilities for even a force of the present size.

Radio dispatching of St. John's police officers is handled by Overland under a contract. Clerical help consists of one part-time clerk typist. In addition to the motor vehicles listed in Table 5, the Department has a variety of specialized police equipment such as a radar unit, weapons, and cameras, and relies on other departments for some equipment which it lacks. It also has essential office equipment and furniture, including a copy machine.

St. John does not have a police retirement system.

Consolidated City Unless provision is made for an appointed Chief of Police by action of the Board of Aldermen and the voters, the Consolidated City Police Department would be under the command of an elected

Marshal also serving as Chief of Police.

As shown in Tables 6 and 7, the Consolidated City Department would have 38 uniformed personnel, compared to the two cities' present total of 40. However, police service levels would be improved and, despite the personnel reduction, the new Department would operate one more patrol unit 24 hours per day than the present departments. Police supervision would be strengthened in both cities by addition of a relief supervisory sergeant, which neither of the present departments provides. These improvements and personnel reductions are made possible largely by the consolidation of the command and supervisory functions of the two present departments.

The Consolidated City Police Department would be organized in the same manner and would have the same basic functions as the two existing departments. However, the Overland traffic violations bureau and court clerk duties would be transferred to the Administrative Department of the Consolidated City.

Clerical duties would be performed for the Police Department by three full-time civilian office personnel. Criminal investigation would be handled by the present Overland detective unit. At least initially, all equipment of the two departments, except unnecessary duplicative equipment such as copy machines and cameras, would be retained. One unmarked vehicle could also be disposed of or not replaced, or it could be assigned to the Chief of Police and the auto allowance of the Overland Chief discontinued.

The Consolidated City Police Department would adopt the present Overland police classification and pay plan and the Overland uniform allowance of \$300 annually, and St. John officers would become members of the Overland police retirement system. The two cities' police salaries

Table 6

Overland and St. John
Police Department Personnel--By Rank or Position
Unconsolidated and Consolidated

<u>Position</u>	<u>Unconsolidated</u>			<u>Consolidated</u>
	<u>Overland</u>	<u>St. John</u>	<u>Total</u>	<u>City</u>
<u>Uniformed Personnel</u>				
Chief of Police....	1	1	2	1
Assistant Chief....	1	--	1	1
Major.....	1	--	1	1
Lieutenant.....	3	--	3	3
Sergeant.....	4	3	7	5
Corporal.....	5	--	5	5
Patrolman.....	13	7	20	21
Meter collector....	<u>1</u>	<u>--</u>	<u>1</u>	<u>1</u>
Total.....	29	11	40	38
<u>Civilian Personnel</u>				
Dispatcher.....	4	--	4	4
Court Clerk.....	1	--	1	--
Secretary.....	1	--	1	1
Clerk typist				
full-time.....	1	--	1	2
part-time.....	2	1	3	--
Meter repairman,				
part-time.....	<u>1</u>	<u>--</u>	<u>1</u>	<u>1</u>
Total.....	10	1	11	8

Table 7

Overland and St. John
Police Department Uniformed Personnel--By Type of Duty
Unconsolidated and Consolidated

<u>Position</u>	<u>Unconsolidated</u>			<u>Consolidated City</u>
	<u>Overland</u>	<u>St. John</u>	<u>Total</u>	
Chief of Police.....	1	1	2	1
Assistant Chief.....	1	--	1	1
Major (Inspector).....	1	--	1	1
Lieutenant				
Command.....	1	--	1	1
Detective.....	1	--	1	1
Relief.....	1	--	1	1
Sergeant				
Patrol Supervision.....	3	3	6	3
Detective.....	1	--	1	1
Patrol Supervision Relief..	--	--	--	1
Corporal and Patrolman				
Patrol.....	9	3	12	15
Patrol Supervision Relief..	1.5	1.5	3	.5
Patrol Relief.....	4.5	1.5	6	7.5
Detective.....	2	1	3	2
Parking Meter.....	<u>2</u>	<u>--</u>	<u>2</u>	<u>2</u>
Total.....	29	11	40	38

are similar. However, Overland tends to have lower starting salaries than St. John, but pays more to experienced officers, as shown in Table 8.

Table 8

<u>Overland and St. John</u> <u>Police Salaries</u> <u>Unconsolidated and Consolidated</u>			
<u>Position</u>	<u>Annual Salaries*</u>		
	<u>Overland</u>	<u>St. John</u>	<u>Consolidated City</u>
Chief.....	\$10,500	\$8,468	\$11,550
Assistant Chief....	7,464-9,048	--	7,464-9,048
Major.....	6,780-8,220	--	6,780-8,220
Lieutenant.....	6,468-7,836	--	6,468-7,836
Sergeant.....	6,168-7,464	7,243	6,168-7,464
Corporal.....	6,012-7,284	--	6,012-7,284
Patrolman			
0-1/2 yr.	5,880	6,037	5,880
1/2 yr.-1 yr....	5,880	6,368	5,880
1 yr.-2 yr.....	6,168	6,831	6,168
2 yr.-3 yr.....	6,468	6,831	6,468
3 yr.-4-1/2 yr..	6,780	6,831	6,780
4-1/2 yr. and over.....	7,116	6,831	7,116

*Holiday pay is included

Further analysis of patrolmen's salaries of the two cities (as shown in Table 9) indicates that, over the long range, Overland police compensation is somewhat higher than that of St. John. In order to insure that no officer would be reduced in salary for his present position if the two cities consolidate, it is assumed that all officers would remain at their present salary levels until such time as they are entitled to an increase under the Consolidated City pay plan. Budgeted expenditures of the Consolidated City have been adjusted to reflect this assumption.

Similar budget provisions have been made for compensation of school crossing guards whose rates of pay vary between the two cities, but whose hours of work and duties also vary. Consequently, the Consolidated

Table 9

Overland and St. John
Comparison of Annual Patrolman Salaries

<u>Year of Employment</u>	<u>Overland Salary</u>		<u>St. John Salary</u>	
	<u>Annual</u>	<u>Cumulative</u>	<u>Annual</u>	<u>Cumulative</u>
1.....	\$5,880	\$ 5,880	\$6,203	\$ 6,203
2.....	6,168	12,048	6,831	13,034
3.....	6,468	18,516	6,831	19,865
4.....	6,780	25,296	6,831	26,696
5.....	6,948	32,244	6,831	33,527
6.....	7,116	39,360	6,831	40,358
7.....	7,116	46,478	6,831	47,189
8.....	7,116	53,592	6,831	54,020
9.....	7,116	60,708	6,831	60,851
10.....	7,116	67,824	6,831	67,682
20.....	7,116	138,984	6,831	135,992

City budget provides the same amount for school crossing guard compensation as now provided by the budgets of the two cities.

Health insurance programs for police officers are outlined in Table 10 and discussed in detail below for all employees of the Consolidated City. In general, however, the Consolidated City would pay for benefits

Table 10

Overland and St. John
Commissioned Police Personnel
Fringe Benefits
Unconsolidated and Consolidated

<u>Benefit</u>	<u>Overland</u>	<u>St. John</u>	<u>Consolidated City</u>
Health Insurance..	City pays 2/3 cost of \$242 annual premium	City pays full cost of \$210 annual premium	City pays \$210 of \$242 annual premium
Uniforms.....	City allows \$300 per man per yr.	City supplies	City allows \$300 per man per yr.
Retirement Plan.....	City and officers contribute	No plan	City and officers contribute

which are equal to or greater than the benefits now paid for by either city.

The Consolidated City Department would be quartered in the recently constructed Overland Police Headquarters. The present St. John police facility could be disposed of.

Public Works

Overland The Overland Department of Public Works has two major units--the office of the Director of Public Works and a division of streets. The Director is responsible for overall direction of the Department, and the division of streets has primary responsibility for maintenance of the City's more than 50 miles of streets. The best information available indicates that 25% of the streets are fully improved with curb and gutter.

In addition to the street maintenance function, this Department's personnel staff the rabies control service; supply necessary maintenance labor for the upkeep of parks, playgrounds, and parkways; and operate the City's central garage. The Public Works Department also performs building and plumbing inspections (electrical inspections are made by St. Louis County) and zoning enforcement functions, and is responsible for building maintenance and engineering services. Custodial work is handled by two full-time and one part-time employees whose salaries are budgeted under the building maintenance account.

The Department is also directly responsible for the City's street and sidewalk capital improvement program. In general, the work under this program is not done by City employees, but is contracted to outside firms. It is a continuing major improvement program of the City, and the current year's costs are expected to be over \$110,000.

Selected comparative data on the two cities' public works function are presented in Tables 11 and 12.

Table 11

Overland and St. John
Public Works Personnel

Overland

1 Director of Public Works	6 Equipment Operators
1 Street Supervisor	3 Drivers
1 Building Inspector	3 Laborers
1 Street Foreman	1 Stenographer
1 Mechanic	20 Part-time Summer Employees

Total Full-time.....18

Total Part-time.....20

St. John

1 Street Foreman
3 General Maintenance Men
1 Part-time City Engineer
2 Part-time Summer Employees

Total Full-time.....4

Total Part-time.....3

St. John In St. John, the public works function is handled by its four-man Street Department and the part-time City Engineer.

The Street Department consists of one street foreman and three general maintenance men, who operate equipment, drive trucks, and do other work and common labor as required. Two part-time laborers are employed during the summer months.

The City's public works functions are similar to those of Overland, with the primary duty the maintenance of the City's approximately 25 miles of streets, of which only 25-30% are estimated by the City Engineer to

Table 12

Overland and St. John
Selected Public Works Data

<u>Item</u>	<u>Overland</u>	<u>St. John</u>
Streets		
Miles.....	50	25
With curb and gutter.....	25%	25-30%
Personnel		
Full-time.....	18	4
Part-time.....	20	3
Major Equipment		
Trucks.....	10	3
Automobiles.....	3	--
Tractors and loaders.....	3	1
Motor graders.....	1	--
Street sweepers.....	1	--
Rollers.....	1	1
Spreaders.....	3	2
Snowplows.....	1	2
Pavers.....	1	--
Vehicle hoists.....	1	--
Paint stripe machine.....	1	--
Budgets	(1968-69)	(1968)
Operating.....	\$209,491	\$64,025
Capital improvement.....	<u>111,000</u>	<u>--</u>
Total.....	\$320,491	\$64,025
Central Garage.....	Yes	No
Full-time City Engineer.....	Yes	No

have curb and gutter. However, in contrast to Overland, both electrical and plumbing inspections are made by St. Louis County under a contract; the City does not have any parks to maintain; it does not have a capital improvement program for streets and sidewalks; does not operate a garage; and rabies control service is provided by the Village Health Officer. Building custodial service is supplied by part-time employees, whose compensation is budgeted under the administrative function. Collection from and repair of the City's approximately 65 parking meters is a function of this Department.

The major public works equipment of the City consists of three dump trucks, one tractor-loader, one roller, one mower, two spreaders, and two snowplows.

Consolidated City Generally, the Public Works Department of the Consolidated City would perform all the functions presently performed by the Overland Department of Public Works and the St. John Street Department. The collection of parking meter receipts and the repair of meters, now handled by the Street Department in St. John, would become the duty of the Consolidated City Police Department. In addition, the Consolidated City Public Works Department would assume full responsibility for rabies control services, and it would extend the Overland capital improvement program for streets and sidewalks to St. John. The budget for the Consolidated City has been adjusted accordingly. Based on current budgets and a ratio of Overland population to expenditures for its street improvement program, extending this program to St. John would provide approximately \$39,000 of additional funds for streets and sidewalk improvements in St. John.

The Consolidated City Public Works Department would retain all full-time employees of the two present city departments. The basic Overland

pay schedule would be adopted, but St. John employees would be absorbed into the Overland Department at their present pay rates, which would remain constant until the absorbed employees were entitled to increases under the Consolidated City pay plan. The Consolidated City budget has been adjusted accordingly.

At least initially, the equipment of both departments would be retained, since it would have only limited salvage value and could be used until worn out or obsolete. However, there would be savings for the two cities in future equipment purchases.

Refuse Collection

This service is provided in both Overland and St. John by private haulers. In Overland, the hauler has a contract with the City and is paid out of general funds. In St. John, the City licenses and regulates the various haulers who operate in the City, but the service is paid for individually by those receiving it.

In Overland, residential refuse is picked up twice per week at the curb, for which the City pays \$1.40 per month per individual residence served. The City also pays the hauler for the removal of dead animals. In St. John, residential refuse is gathered three times per week at the curb. The cost of the service ranges from \$2.00 to \$2.25 per month. Dead animals are removed by the Village Health Officer.

It is assumed that the Consolidated City would adopt the Overland program, with the City paying the cost of the service. The Consolidated City budget has been adjusted accordingly. Extension of the Overland program to St. John would save St. John residents between \$24 and \$27 annually per household--a total of more than \$72,000.

Park and Recreation Services

Overland presently has three parks and several small playgrounds, totaling approximately 20 acres. It also has a small summer recreation program, but does not have a municipally-owned swimming pool, and needs additional park area. St. John has no parks or pools, but has access to a St. Louis County park which lies partially within the City. The Consolidated City would have the present park facilities of the two combined cities, and the same amount of funds has been budgeted for this purpose for the Consolidated City as is now budgeted by Overland for parks.

The greater resources of the two cities consolidated would put the community in a better position to provide the additional park and recreation facilities needed.

Health Services

Overland's basic health services are provided by the St. Louis County Health Department under a \$1 a year contract. However, the City supplements the County service with its own rabies control program and a mosquito control program staffed by personnel of the Public Works Department. St. John employs a full-time Health Officer, who calls on the County Health Department for assistance only as required. The St. John Health Officer also operates a rabies control truck and is responsible for mosquito control.

It is assumed that the Consolidated City would follow the Overland program for health services. However, it would adopt the St. John policy of confining captured animals at the County Health Department dog shelter at no charge, rather than paying for this service as Overland now does. The budget and personnel requirements of the Consolidated City have been

adjusted to reflect these assumptions. Funds have been added, on the basis of population, to the Public Works Department to provide for the additional rabies control service, and the budget of the health services account has been reduced accordingly.

Municipal Buildings

Overland's major municipal buildings consist of a City Hall, a recently constructed Police Headquarters building, a central garage with shop and storage building, and a civil defense structure near the garage. While the Police Headquarters building is adequate, the City Hall structure is rapidly becoming overcrowded, and the Board of Aldermen's chamber is quite small for a city of this size. However, the St. Louis County Library now occupies some space in the City Hall which may be acquired by the City at some future time.

St. John has two municipal facilities, a City Hall and a Police Headquarters building. Neither was designed for its present use, both are inadequate, impractical to expand, and both should be replaced as soon as feasible if the City does not consolidate with a city having better facilities.

The Consolidated City would use only the present Overland facilities. St. John's facilities could be disposed of unless the land were held for some future use.

Civil Defense

Both Overland and St. John have civil defense organizations which are operated primarily by volunteer or part-time personnel. Each has a relatively small budget and a small amount of equipment. It is assumed that the two civil defense units would be consolidated and would retain their present equipment. Reductions might be made in the budget for civil

defense, but because of the relatively small amounts involved no specific changes have been suggested for purposes of this report. The expenditures for this function have been included in the budgets of the Police Departments.

City Finances

Revenues and expenditures proposed in current budgets of the two cities are summarized in Tables 13 and 14 for Overland, and in Tables 15 and 16 for St. John. The tables also present an adjusted budget for each of the cities for 1968-69. The adjusted budgets have been prepared to reflect such factors as:

- a. data that have become available since the two cities' original budgets were adopted,
- b. increased revenue estimates,
- c. differences between the two cities in the method of paying for refuse collection service, and
- d. differences in the fiscal years of the two cities.

For simplicity, and to facilitate comparison of the two cities with each other and with a Consolidated City, many of the two cities' budget entries have been consolidated and reclassified in the adjusted budgets.

The major differences between existing and adjusted budgets for Overland are:

- a. an increase in adjusted budget revenue estimates of over \$99,000 anticipated to be received from such sources as property, utility, and cigarette taxes, and from increased interest income, and
- b. a decrease in estimated expenditures of \$2,568 for personal services.

The adjusted budget for Overland shows that all current expenditures,

Table 13

City of Overland
Summary of Operating Expenditures
Fiscal Year 1968-69

<u>Unit or Function</u>	<u>Adopted Budget</u>	<u>Adjusted Budget</u>
Administration.....	\$114,097	\$ 98,429
Police.....	310,797	315,962
Public Works.....	280,491	209,491
Parks.....	16,200	16,200
Health.....	113,000	11,500
Legal Services.....	7,500	*
Building Maintenance.....	21,650	21,650
Street Lighting.....	40,000	*
Wheel Tax Account.....	5,300	*
Social Security Taxes.....	20,000	*
Health Insurance.....	8,000	*
Pension Plan.....	12,500	*
Civil Defense.....	1,265	*
Refuse Collection.....	*	101,500
Non-Departmental.....	*	62,500
Capital Improvements		
Police.....	49,000	49,000
Streets and Sidewalks.....	*	<u>111,000</u>
Total.....	\$999,800**	\$997,232**

*Carried in one or more other accounts.

**Difference in totals due to elimination of one full-time position in Administration unit and addition of one part-time position in Police Department.

Table 14

City of Overland
Sources of Operating Revenue
Fiscal Year 1968-69

<u>Source</u>	<u>Adopted Budget</u>	<u>Adjusted Budget</u>
Property Taxes		
Real and Personal ^a	\$286,300	\$ 312,450
Intangible.....	7,500	7,500
County Road and Bridge		
Tax Refund.....	47,000	47,000
Cigarette Tax.....	105,000	178,960 ^b
Gasoline Tax.....	111,500	111,500
Utility Gross Receipts Taxes ^c ...	251,000	247,000
Motor Vehicle License Taxes.....	35,000	35,000
Business License Taxes.....	68,000	68,000
Other Licenses.....	9,000	9,000
Permits and Inspections.....	11,000	11,000
Fines and Fees.....	13,000	13,000
Interest Income.....	--	3,000 ^b
Miscellaneous Revenues.....	6,500	6,500
 Total Revenues.....	 \$950,800	 \$1,049,910
Surplus from Prior Years.....	49,000	-- ^d
 Grand Total.....	 \$999,800	 \$1,049,910

^aAdopted budget does not include utility property taxes, which are carried as utility gross receipts taxes. Adjusted budget includes utility property taxes and an increase in estimated revenues from real and personal property taxes.

^bDifference due to increase in estimated revenues from this source.

^cAdopted budget includes utility property taxes, which are carried as property taxes in adjusted budget; but adjusted budget also includes an increase in estimated revenues from utility gross receipts taxes.

^dAdjusted budgets finance all current expenditures from current revenues.

Table 15
Village of St. John
Summary of Operating Expenditures
1968 and Fiscal Year 1968-69

<u>Unit or Function</u>	<u>Adopted Budget 1968</u>	<u>Adjusted Budget 1968-69</u>
Administration.....	\$ 50,295	\$ 36,460
Police.....	120,680	113,220
Public Works ^a	65,408	64,025
Health.....	8,700	8,200
Civil Defense.....	1,100	*
Building Maintenance.....	*	6,355
Refuse Collection.....	--	72,690 ^b
Non-Departmental.....	*	17,920
Capital Improvements		
Streets and Sidewalks.....	--	30,000 ^c
Total.....	\$246,183 ^d	\$348,870 ^d

*Carried in one or more other accounts.

^aIncludes Street and Building accounts.

^bEstimated payment by St. John citizens for private refuse collection service.

^cEstimated additional revenue available for increased expenditures during 1968-69, as compared to 1968, from increased revenues of cigarette and merchants and manufacturers taxes. This amount is allocated to street and sidewalk improvements to make St. John's program more nearly comparable to the Overland program. The funds could be used for other purposes.

^dDifference in totals due primarily to addition to adjusted budget of citizen payments for refuse collection service and increased expenditure for capital improvements.

Table 16

Village of St. John
Sources of Operating Revenue
1968 and Fiscal Year 1968-69

<u>Source</u>	<u>Adopted Budget 1968</u>	<u>Adjusted* Budget 1968-69</u>
Property Taxes		
Real and Personal ^a	\$ 88,000	\$ 88,000
Intangible	17,000	18,600
County Road and Bridge Tax Refund	16,000	15,750
Cigarette Tax	25,000	58,230
Gasoline Tax	42,000	43,000
Utility Gross Receipts Taxes ^b	13,000	9,500
Motor Vehicle License Taxes	9,000	10,000
Business License Taxes	8,000	15,500
Other Licenses	3,400	3,400
Permits and Inspections	1,000	1,000
Fines and Fees	9,000	9,000
Interest Income	2,000	2,000
Miscellaneous Revenues	<u>2,200</u>	<u>2,200</u>
 Total Revenues	 \$235,600	 \$276,180
 Surplus from Prior Years	 10,583	 -- ^c
Refuse Collection Service Charge	<u>--</u>	<u>72,690^d</u>
 Grand Total	 \$246,183	 \$348,870

*Adjusted budget estimates for 1968-69 are based largely on revenues, assessed valuations, and other factors existing in 1968. However, exceptions were made for anticipated increased revenue from Intangible, Cigarette, Gasoline, Motor Vehicle License, and Business License taxes, and an anticipated decrease in the County Road and Bridge Tax Refund.

^aAdopted budget does not include utility property taxes under this item, but carries them as utility gross receipts taxes. Adjusted budget includes utility property taxes, but they are offset by a decrease in estimated revenues from real and personal property taxes.

^bAdopted budget includes utility property taxes under this item, but adjusted budget carries them as real and personal property taxes.

^cAdjusted budgets finance all current expenditures from current revenues.

^dEstimated payments by St. John citizens for private refuse collection service.

including a \$49,000 outlay for police capital equipment, can be financed from current revenues, rather than utilizing surplus funds from previous years, as originally planned; and that Overland can add over \$52,000 to surplus funds this year.

The major differences between existing and adjusted budgets for St. John are:

- a. increased adjusted budget revenue estimates of over \$40,000, anticipated to be received primarily from greater yields of cigarette and business license taxes during fiscal 1968-69 as compared to calendar 1968,
- b. an addition of \$72,690 to both revenues and expenditures of the adjusted budget to reflect the estimated cost of present refuse collection service now paid for by citizens individually, and
- c. the assumption that increased available revenue will be spent on street and sidewalk capital improvements. (These funds could, of course, be spent for other purposes.)

The adjusted budgets of both cities provide that all current expenditures shall be financed from current revenues.

To show the effect of consolidation on operating expenditures and revenues, the adjusted budgets of the two cities are compared to the estimated budget for a Consolidated City in Tables 17 and 18.

Table 17 indicates:

- a. the increases and decreases in expenditures due to consolidation, showing an overall net decrease of \$85,600;
- b. the estimated value of other consolidation benefits that are not direct savings but are of value to the communities, such as improved services and upgrading of employee benefits--the total

- value of these benefits amounting to \$51,823 a year; and
- c. the estimated net value of savings and benefits of consolidation in the amount of \$137,423 a year.

Table 17 does not include an estimated value of the more intangible benefits of consolidation, such as improved planning and better use of resources of both communities; savings through joint purchasing; and savings in future equipment costs. Nor does the table include "one-time" savings or values, such as would be received from the sale of St. John's present City Hall or Police Headquarters, or the savings to St. John of not being required to replace these facilities.

The reasons for the various increases or decreases in expenditures, and an explanation of the various savings and benefits presented in the table, are summarized below.

Expenditures

Administration The Consolidated City budget for administration is \$30,056 less than the combined Administrative Department budgets of the two cities. The net difference is due primarily to reduced expenditures for personal services and legislative bodies; transfer of the Overland tax collection function to St. Louis County; and decreases in expenditures for such purposes as supplies, dues, and telephone, accounting, and legal services.

Police The budget for the Consolidated City Police Department would be \$31,068 less than the budgets of the two present departments. The major net savings are in expenditures for personal services. There would be a net reduction of two commissioned personnel and three civilian clerical employees. Expenditures would also be reduced for such purposes as telephone service, supplies, and equipment.

Table 17

Overland and St. John
Operating Fund Expenditures
Unconsolidated and Consolidated
Fiscal Year 1968-69

Unit or Function	Unconsolidated Total*	Consolidated City	Estimated Savings and Value of Other Benefits Due to Consolidation		
			Expenditure Increase or Decrease (-)	Value of Other Benefits	Net Savings and Benefits
Administration.....	\$ 134,889	\$ 104,833	\$ -30,056	\$ --	\$ 30,056
Police.....	429,182	398,114	-31,068	37,000	68,068
Public Works.....	273,516	271,419	- 2,097	--	2,097
Parks.....	16,200	16,200	--	--	--
Health.....	19,700	16,000	- 3,700	--	3,700
Building Maintenance.....	28,005	21,650	- 6,355	--	6,355
Refuse Collection.....	174,190 ^a	149,428	-24,762	--	24,762
Non-Departmental.....	80,420	83,600	3,180	5,565	2,385
Capital Improvements					
Police.....	49,000	49,000	--	--	--
Streets and Sidewalks....	141,000	150,258	9,258	9,258	--
Total.....	\$1,346,102	\$1,260,502	\$-85,600	\$51,823	\$137,423

*Based on adjusted budgets. For detail by City and budget adjustments, see pp. 35 and 37

^aIncludes estimated cost of \$72,690 paid by St. John citizens for private refuse collection service.

In addition to the actual budget reduction, the Consolidated City would have the benefit of one additional patrol unit in service at all times, which has an estimated minimum value of \$30,000. St. John officers would become members of the Overland retirement system, and would receive benefits which would cost over \$7,000 annually if provided through a separate system.

No value has been estimated for improved supervision of police officers in both cities, or for the increased efficiency of St. John officers through use of improved facilities.

Public Works The net budget reduction for public works would be only \$2,097. This amount, after some offsetting increases, is accounted for by the elimination of the need for St. John's part-time city engineer.

No value has been estimated for improved street maintenance services in St. John, which would receive the benefits of Overland's street sweeper, paint striping machine, and motor grader, as well as a larger labor force per mile of streets.

Parks There would be no change in the Consolidated City budget for parks and recreation, and no value has been estimated for the possible use of Overland's parks by St. John citizens.

Health The budget reduction of the Consolidated City for health purposes is \$3,700. This is attributable to the Consolidated City policy of relying, whenever possible, on the St. Louis County Health Department for health and rabies control services.

Building Maintenance This function would cost the Consolidated City \$6,355 less than the two combined cities now spend for this purpose. The savings is due to discontinuing the use of St. John's City Hall and Police Headquarters. No estimate has been made of the value to St. John of obtaining the use of more adequate facilities.

Refuse Collection The Consolidated City budget for refuse collection would be \$24,762 less than the two cities now pay, taking into account the payments currently made by St. John citizens individually for this service. The saving is due primarily to provision in the budget for two collections a week as is now the practice in Overland, rather than three times a week as in St. John.*

Non-Departmental Expenditures This budget account includes the two cities' insurance costs, their share of social security taxes, employee health insurance programs, and Overland's retirement plan for civilian city employees. The combined cost of these items to the Consolidated City would be an estimated \$3,180 greater than the two cities now spend for these purposes.

The reasons for the increase are: (a) the extension of Overland's retirement plan to all civilian employees of the Consolidated City, estimated to cost \$2,900; and (b) an increased cost of employee health insurance programs in the amount of \$2,665.

The additional costs for retirement benefits and health insurance are partially offset by a decrease in social security taxes, due to fewer employees. The offset leaves a net increase of \$3,180. However, the improved health insurance program and increased retirement system costs can also be considered values to the communities, since the two cities would likely be required to provide similar benefits in the future to remain competitive with other employers.

The cost estimate for the employee health insurance program is based on the following assumptions:

- a. The Consolidated City would adopt the Overland plan. This plan provides greater benefits than St. John's plan, but its cost is shared two-thirds by the City and one-third by em-

*If St. John provided three refuse collections a week and financed the service out of taxes, it would require an increase in the St. John property tax rate of approximately 41¢. Two collections per week would require an increase of approximately 27¢.

ployees.

- b. The Consolidated City would pay for each employee member an amount equal to the present cost of the St. John plan. This plan is now paid for entirely by St. John, but provides fewer benefits than the Overland plan.
- c. Each employee would pay the difference between the present cost of the St. John plan and the total cost of the Overland plan.

Capital Improvements The Consolidated City's budget for capital improvements would be \$39,258 greater than the combined existing budgets of the two cities, and \$9,258 greater than their combined adjusted budgets. All these funds would be available for additional street and sidewalk improvements in St. John. Based on a ratio of Overland population to its expenditures for this purpose, the funds would produce a street improvement program for St. John equal to that in Overland at the present time.

It is also noteworthy that Overland's currently budgeted \$49,000 for Police Department capital improvements is a non-recurring expenditure. Thus, this additional amount, or a total of almost \$200,000 out of current revenues, would be available to the Consolidated City for capital improvements during its first year of operation.

Revenues

Examination of Table 18, comparing the Consolidated City revenues with revenues of the two cities unconsolidated, reveals a net decrease in operating revenues of \$135,665 for the Consolidated City. The sources of revenue and the amounts they would yield for the Consolidated City, as compared to the two cities unconsolidated, and the reasons for the differences, are discussed below.

Table 13

Overland and St. John
Operating Fund Revenues
Unconsolidated and Consolidated
Fiscal Year 1968-69*

Source of Revenue	Adjusted Budgets		Consolidated City	Increase or Decrease (-) For Consolidated City
	Overland	St. John		
Property Taxes				
Real and Personal.....\$	312,450	\$ 88,000	\$ 272,475	\$-127,975
Intangible.....	7,500	18,600	26,100	--
County Road and Bridge				
Tax Refund.....	47,000	15,750	62,750	--
Cigarette Tax.....	178,960	58,230	237,190	--
Gasoline Tax.....	111,500	43,000	154,500	--
Utility Gross Receipts Taxes..	247,000	9,500	319,250	62,750
Motor Vehicle License Taxes...	35,000	10,000	49,000	4,000
Business License Taxes.....	68,000	15,500	83,500	--
Other Licenses.....	9,000	3,400	12,400	--
Permits and Inspections.....	11,000	1,000	12,000	--
Fines and Fees.....	13,000	9,000	22,000	--
Interest Income.....	3,000	2,000	5,000	--
Refuse Collection Service				
Charge.....	--	72,690	--	- 72,690
Miscellaneous.....	6,500	2,200	6,950	- 1,750
Total.....	\$1,049,910	\$348,870	\$1,398,780	\$-135,665

*Includes the General Funds of both cities and Overland's Wheel Tax Account, but excludes funds maintained for such purposes as police retirement, bonds, and escrow.

Property Taxes This source would produce \$127,975 less for operating purposes for the Consolidated City. The difference is due to a reduced tax rate for the Consolidated City, as show in Table 19. Examination of the table indicates that consolidation would have made possible a 10¢ reduction in the 1968 general fund tax rate for Overland and a 12¢ reduction for St. John. The decrease is due to lower expenditures for the Consolidated City and increased revenues from other sources.

Table 19

Overland and St. John
General Fund Tax Rates
Unconsolidated and Consolidated
(Per \$100 assessed valuation)

<u>City</u>	<u>Actual Rate 1968</u>	<u>Possible Rate 1968*</u>	<u>Consolidated City Rate 1968</u>	<u>Reduction Due to Consolidation</u>
Overland....	57¢	48¢	38¢	10¢
St. John....	50	50	38	12

*"Possible Rate" is that required if each city's current revenues are estimated on a basis comparable with the estimates for the Consolidated City and all expenditures are financed from current revenues.

Utility Gross Receipts Taxes This source of revenue would produce an estimated \$62,750 more for the Consolidated City than for the two cities unconsolidated. The increase is due to the extension of the Overland 5% gross receipts taxes to all utilities in St. John, which now collects a 2% tax from only one utility.

Motor Vehicle License Taxes These taxes would yield an estimated additional \$4,000 as a result of extending the Overland rate of \$3 per vehicle to St. John, which now has a \$2 per vehicle rate.

Refuse Collection Charges To facilitate comparison, the estimated \$72,690 now paid individually by St. John citizens for residence refuse

collection service has been added to the St. John budget. This service would be provided by the Consolidated City and financed from tax funds.

Miscellaneous Revenues This source would be reduced by \$1,750, the amount St. John now pays Overland for police radio dispatching service.

County Road and Bridge Tax, Gasoline Tax, and Cigarette Tax These taxes would yield the same amount of revenue for the Consolidated City as they produce for the two cities unconsolidated.

Business License Taxes The rates of these taxes vary for the two cities, as shown by Table 20, which indicates the rates of the merchants and manufacturers gross receipts tax. However, because of substantial similarity in these taxes, it is assumed that the Consolidated City would adopt a rate structure and schedule of fees which would yield approximately the same amount of revenue as the present business license taxes.

All Other Revenues Combined Analysis indicates that all remaining sources of revenue produce less than 4% of the two cities' total revenues. For some of these sources, such as inspection fees, fines, and dog licenses, the rates or fees vary between the two cities. However, as with business license taxes, it is assumed that the Consolidated City would adopt rates and fees which produce the same amount of revenue the two cities now receive from these sources.

Indebtedness

As of June 30, 1968, the City of Overland's general obligation bonded indebtedness was \$128,000. These bonds were issued to partially finance the City's Police Headquarters building, which was constructed recently. By statute, the bonds would become the obligation of the entire Consolidated City if the two cities were to merge. The effect of

Table 20

Overland and St. John
Merchants and Manufacturers Gross Receipts Taxes
1968-69

	Overland		St. John	
<u>Sales Volume</u>	<u>Rate Per \$1,000</u>	<u>Yield</u>	<u>Rate Per \$1,000</u>	<u>Yield</u>
<u>Retail Merchants</u>				
\$0-\$25,000.....	\$1.00	\$ 25.00*	\$1.00	\$ 25.00*
25,000-500,000.....	1.00	475.00	1.00	475.00
500,000-1,000,000...	.75	375.00	1.00	500.00
1,000,000-2,000,000.	.50	500.00	.75	750.00
2,000,000 and over..	.50	<u>--</u>	.60	<u>--</u>
Total.....		\$1,375.00		\$1,750.00
<u>Wholesale Merchants</u>				
	Rates same as for retail merchants.		Rates are 80% of retail merchant rates.	
<u>Manufacturers</u>				
\$0-\$25,000.....	\$1.00	\$ 25.00*	\$1.00	\$ 25.00*
25,000-100,000.....	1.00	75.00	.75	56.25
100,000-500,000.....	.75	300.00	.75	300.00
500,000-1,000,000...	.50	250.00	.60	300.00
1,000,000 and over..	.25	<u>--</u>	.50	<u>--</u>
Total.....		\$ 650.00		\$ 681.25

*Minimum Tax

consolidation on the tax rates required to service and retire these bonds is shown in Table 21.

Table 21

<u>Overland and St. John</u> <u>Debt Service Tax Rates</u> <u>Unconsolidated and Consolidated</u> (Per \$100 assessed valuation)			
<u>City</u>	<u>Unconsolidated</u>		<u>Consolidated</u>
	<u>1968</u>	<u>1969*</u>	<u>1969*</u>
Overland....	3.0¢	2.0¢	1.5¢
St. John....	--	--	1.5

*Computed on January 1, 1968 assessed values and 1970 debt service requirements, with no adjustment for possible debt service fund balances at the time the rate is established.

As Table 21 indicates, the debt service tax rate for Overland would be reduced by one-half cent, and for St. John would be increased by 1.5¢ due to consolidation. Analysis of the debt service schedule indicates that the rates shown in the table for the Consolidated City should remain relatively stable over the life of the bonds, the last of which are to be retired in 1982.

In addition to its general obligation bonds, the City of Overland had \$11,000 in outstanding public parking revenue bonds as of June 30, 1968, and mortgage notes payable in the amount of \$46,000. The revenue bonds must be retired out of revenues from the City's parking meters and facilities. The mortgage notes are secured by deeds of trust on public parking lot property. Overland's plans call for paying off these notes also with revenue from parking meters and facilities.

St. John has no indebtedness.

Assessed Valuation

The total and per capita assessed valuations of the two cities and of the Consolidated City are set forth in Table 22. The per capita difference between the two existing cities is \$171, with Overland's per capita valuation about 10% greater than St. John's, but only about 2% greater than the Consolidated City's.

Table 22

Overland and St. John Assessed Valuation of Taxable Property--1968 Total and Per Capita*

<u>Class of Property</u>	<u>Overland</u>		<u>St. John</u>		<u>Consolidated City</u>	
	<u>Total</u>	<u>Per Capita</u>	<u>Total</u>	<u>Per Capita</u>	<u>Total</u>	<u>Per Capita</u>
Real Estate.....	\$44,531,140	\$1,573	\$14,360,240	\$1,436	\$58,891,380	\$1,538
Personal.....	8,848,970	313	2,791,650	279	11,640,620	304
Public Utility.	<u>2,267,799</u>	<u>80</u>	<u>799,444</u>	<u>80</u>	<u>3,067,243</u>	<u>80</u>
Total.....	\$55,647,909	\$1,966	\$17,951,334	\$1,795	\$73,599,243	\$1,922

*Per capita figures are based on population estimates of 28,300 for Overland, and 10,000 for St. John.

Utilization of Cash Balances and Surplus Funds

The estimated operating fund cash balances of the two cities, as of June 30, 1969, are shown in Table 23 for Overland and Table 24 for St. John. The estimates assume that the two cities would continue their basic present annual expenditure patterns until June 30, 1969, and would not spend their needed cash balances and surplus funds before a consolidation took place.

There are a number of ways the Consolidated City could utilize the estimated \$375,691 cash balance which would be available on June 30, 1969.

- a. The Consolidated City could earmark a sufficient amount of these

Table 23

Overland
Operating Funds Estimated Cash Balances
June 30, 1969

<u>Source</u>	<u>Amount</u>
Cash Balance, 6-30-68.....	\$ 218,577
Estimated Revenues, 7-1-68 through 6-30-69.....	<u>1,049,910</u>
Total.....	\$1,268,487
Less Budgeted Expenditures, 7-1-68 through 6-30-69.....	<u>997,232</u>
Estimated Cash Balance, 6-30-69....	\$ 271,255

Table 24

St. John
Operating Funds Estimated Cash Balances
June 30, 1969

<u>Source</u>	<u>Amount</u>
Cash Balance, 1-1-68.....	\$ 76,019
Estimated Revenues, 1-1-68 through 12-31-68.....	<u>245,750</u>
Total.....	\$321,769
Less Budgeted Expenditures, 1-1-68 through 12-31-68.....	<u>246,183</u>
Estimated Cash Balance, 1-1-69.....	\$ 75,586
Estimated Excess of Receipts over Expenditures, 1-1-69 through 6-30-69.....	<u>\$ 28,850*</u>
Estimated Cash Balance, 6-30-69.....	\$104,436

*Approximate amount by which receipts exceeded expenditures during the same period of 1968. It is assumed that an estimated \$30,000 of additional anticipated receipts during this period from increased cigarette and merchants and manufacturers taxes will be expended during the same period. If not, the cash balance will increase by the portion of such funds not expended.

funds to finance its operations during the early months of each fiscal year prior to the receipt of property taxes, and spend the remainder. Table 25 presents a monthly receipts and disbursements analysis for the two cities for the period July 1967 through June 1968. The table indicates that the amount required to be earmarked would be approximately \$85,000. However, an analysis just prior to consolidation may indicate a larger amount would be required.

- b. After earmarking a sufficient balance to finance operations during the early months of each year, the remainder could be set aside for debt service or capital improvements in that part of the consolidated community in which the funds were raised.
- c. All of the funds could be assigned to debt service and local improvements in the areas in which the funds were raised.

The second alternative appears to be most advantageous. It would avoid the need to borrow operating funds or increase taxes to build an operating fund cash balance. At the same time, it would introduce an element of equity by providing that some surplus funds would be used for the benefit of the areas in which the funds were raised.

Table 25

Overland and St. John
Monthly Receipts and Disbursements
July 1967-June 1968

<u>Month</u>	<u>Cumulative Excess or Deficit (-)</u> <u>of Receipts over Disbursements</u>		
	<u>Overland</u>	<u>St. John</u>	<u>Total</u>
July 1967.....	\$ 5,615	\$-10,678	\$- 5,063
August.....	- 18,563	-15,881	- 34,444
September.....	- 63,115	-22,525	- 85,640
October.....	- 50,389 ^a	-26,983	- 77,372
November.....	- 55,845	-14,465	- 70,310
December.....	- 36,792	- 4,777	- 41,569
January 1968..	- 4,248	26,940	22,692
February.....	65,530	54,911	120,441
March.....	118,445	45,981	164,426
April.....	113,018	40,989	154,007
May.....	55,961	29,933	85,894
June.....	- 820 ^b	24,072	23,252

^aDoes not include receipt of \$20,227 from the sale of park land.

^bDoes not include disbursement of \$25,000 advanced to the police building construction fund.

Property Tax Rates

Table 26 summarizes the tax rates for Overland and St. John, unconsolidated and consolidated, and indicates changes in rates due to consolidation. Estimated rates are based on current costs and the estimates of non-property tax revenues set forth in this report. In addition, it is assumed that current expenditures would be financed from current revenues, and that the service levels proposed in this report would be adopted.

The estimated rates should not be considered absolutes. Changes in costs or revenue estimates or in any of this report's assumptions could affect property tax rates. For example, if either City adopted a policy of reducing the levels of its services, or if non-property tax revenues exceeded estimates, or if either community continued to use

Table 26

Overland and St. John Municipal Tax Rates
Unconsolidated and Consolidated
(Per \$100 assessed valuation)

<u>Funds</u>	<u>Actual Rate 1968</u>	<u>Possible Rate 1968</u>	<u>Consolidated City Rate 1968</u>	<u>Change Due To Consolidation</u>
<u>Operating Funds</u>				
Overland.....	57¢	48¢	38¢	-10¢
St. John.....	50	50	38	-12
<u>Debt Service Fund</u>				
Overland.....	3	2.0*	1.5*	- .5
St. John.....	--	--	1.5*	+ 1.5
<u>Retirement Fund</u>				
Overland.....	4	4	4	--
St. John.....	--	--	4	+ 4
<u>All Funds</u>				
Overland.....	64¢	54¢	43.5¢	-10.5¢
St. John.....	50	50	43.5	- 6.5

*This is an estimated 1969 rate computed on January 1, 1968 assessed valuation and 1970 debt service requirements. This rate can be expected to remain relatively stable over the life of the outstanding debt.

cash balances to finance part of its current operations, property tax rates would be lower than anticipated. Likewise, if costs increased, or if service levels were raised, or if non-property tax revenues did not meet estimates, property tax rates could be higher than indicated in the table. However, any such changes would be applicable to the Consolidated City as well as to the separate cities, and the tax rate advantages possible through consolidation would be basically the same.

Examination of Table 26 reveals a tax rate advantage through consolidation for property owners in both Overland and St. John. In Overland, merger of the two cities would permit an estimated reduction in

the total tax rate of 10.5¢. Similarly, merger would permit an estimated reduction in St. John's tax rate of 6.5¢.

Financial Position

Consolidated Overland-St. John would be in a good financial position:

- a. It would start operations with a balanced budget, and could have sufficient cash balances to support its operations without borrowing until new tax revenue is received.
- b. It would have a relatively small general obligation debt, with less than \$125,000 of such bonds outstanding.
- c. Its operating fund tax rate could be as low as 56% of the rate permitted by law.
- d. Its assessed valuation of over \$73 million would be one of the largest for a municipality in St. Louis County, and would permit it to handle improvement projects costing several million dollars without committing even half of its legal bonding capacity.
- e. Its budget and financial resources would be large enough to permit better long-range financial planning than is possible for either Overland or St. John alone.
- f. Because of the greater resources at the disposal of the Consolidated City, its bonds probably would attract more bidders.

Retirement Plans

Overland has two retirement plans for its employees--one for commissioned personnel of the Police Department and another for civilian employees. The police retirement plan has been in effect since 1956. The plan for civilian employees was started during the current year. St. John has no retirement plan for any of its employees.

Extension of both Overland plans to appropriate employees of the

Consolidated City was discussed with the actuaries, who have recently analyzed the Overland plans. The actuaries caution that guaranteed conclusions cannot be drawn in this matter without detailed actuarial work. However, the actuary for the police retirement plan believed it reasonable to assume that levying the Overland tax rate for police pension purposes (6¢ per \$100 assessed valuation in 1967, and 4¢ in 1968) on all property of the Consolidated City would meet the needs of the Consolidated City police pension plan. The actuary for the civilian employees pension plan believes that \$2,900 added to Overland's present expenditures for this purpose would permit absorbing St. John's present full-time employees into a Consolidated City plan. The budget and tax rate for the Consolidated City have been adjusted in accordance with these estimates.